

Working Paper

17 November 1973

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MEMORANDUM FOR:

SUBJECT : Next Steps on DCI Response to PFIAB re COINS

1. The ASD(I) redraft of the letter from Mr. Colby to Admiral Anderson of PFIAB is at Attachment 1. I have consulted Chuck Briggs, as you requested, and we are in general agreement about the ASD(I) redraft. Our views run this way:

a. The ASD(I) redraft raises some valid questions about "whither COINS." These are appropriate for further discussion between ASD(I) and DCI representatives, but should not be surfaced in a DCI letter to PFIAB.

b. The tone and content of the ASD(I) redraft is not suitable for Mr. Colby's use. The ASD(I) version oversells and could mislead. It has too much ASD(I) in it, which is likely to be unconvincing to the PFIAB. It has a suggestion of a "down boy" approach. It contains some flat statements that are not as clearly correct as the text implies.

c. The statement in paragraph 2 that "We are now working with CIA toward bringing their file systems directly into the COINS community" is an implied criticism of CIA. Also, it is misleading in that the suggested result is actually several years off as well as conjectural from a policy standpoint.

2. My conclusion is that this draft could not be edited to make it suitable for Mr. Colby to send to the Board. Rather, we should merely thank ASD(I) for the suggestions.

3. Here is where I think we now stand:

a. We have tried several drafts in which we have tried to say to PFIAB that we take their message seriously, and we list a number of specific steps that the DCI is taking in the short run while an overall plan is being developed. Those steps focus on file improvement. -- Apparently, neither Mr. Colby, other CIA advisors, or ASD(I) feel comfortable with this approach.

b. ASD(I) is committed to report back to PFIAB with a detailed plan in January 1974. ASD(I) has a very short time and a very long ways to go to make good on this commitment in a way that will satisfy the Board. We can anticipate continuing PFIAB pressure.

c. As between DCI and ASD(I), there is now no common philosophical agreement on the concept and objectives for COINS. ASD(I) was made Executive Agent, but that has not been specifically defined. Dr. Hall is seeking to take his usual aggressive action to fill all vacuums. While technical aspects of COINS can best be handled by ASD(I), the questions of which files should be included in the COINS-of-the-future and what users are to be served seem to me to be closely related to substantive intelligence production functions. In this area ASD(I) should not have the last word, and the concept of Executive Agent should be so limited.

d. Conclusions:

(1) ASD(I) needs DCI guidance or it will continue to move ahead on all fronts more or less unilaterally.

(2) A response from the DCI is overdue to the Board.

4. Proposal for Action.

a. 1st Preference. Persuade DCI to direct a short-term assignment of Chuck Briggs, with whatever assistance from us he desires, to do a survey for Mr. Colby, to be completed before Christmas. If this course is approved by DCI, the reply to Admiral Anderson could take the form of a brief assurance of DCI's concern and notification of this action: (I do not know of any other single individual who would have Mr. Colby's confidence and the breadth of experience to make a sound appraisal of all aspects of the COINS problem.)

b. 2nd Preference. This involves three parts, as follows:

(1) DCI respond now to PFIAB, taking as guide the points listed by Mr. Colby to General Graham (see Attachment 2). Make this letter shorter and more general than the one we floated in IRAC to Dr. Hall (which was also based on the above guidance but was more detailed). (Graham memo of 30 October 73 and a proposed new draft of a DCI to Anderson letter are at Attachment 2.)

(2) In addition, DCI should decide and advise whether he plans to establish some kind of advisory mechanism. (The draft reply, Attachment 2, assumes he does so intend.) Such a mechanism should have terms of reference and a reporting deadline. The terms of reference should make it clear whether Mr. Colby wants the advisory mechanism to focus on COINS viz-a-viz CIA or COINS viz-a-viz the total community.

(3) In addition, Mr. Colby should be aware that IC Staff and IHC will be working continually with ASD(I) people to develop the report promised PFIAB in January. This is consistent with the DCI instruction to General Graham (Attachment 2).

5. Please advise.

Attachments

Approved For Release 2005/06/23 : CIA-RDP79M00096A000300060017-7

DIST: OICG-Indo-see

1- NCF Chrono 4- IHC Reading

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MEMORANDUM FOR:

Cover memo herewith contains Briggs' and my analysis of draft by ASD(I) of a Colby/PFIAB ltr. ASD(I) draft is at Attachment 1. We think it is not usable.

At Attachment 2 is my fresh attempt at such a letter. Cover memo explains my proposal for action.

17 November 73
(DATE)

FORM NO. 101 REPLACES FORM 10-101
1 AUG 54 WHICH MAY BE USED.

(47)

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Office of the Secretary of Defense

12 November 73

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Memo For:

John:

Dr. Hall and all have modified and rewritten.
I hope you approve. If changes cannot be handled
over the phone, I shall be happy to run over. Sorry
it took so long.

/s/ Mort Goulder

IC Staff internal action:

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From:

To :

- Your views.
- Track through with Briggs.
- See me with your suggestions.

/s/ JMC

Copy of draft ASD(I)
proposed ltr from DCI
to Chmn, PFIAB

Dear Admiral Anderson:

Thank you for your letter of 25 September. The recommendations of the Board and its Science Panel on COINS are very helpful to me in focusing on this complex subject. I appreciate that your interest has been a major impetus to our efforts on COINS.

Considerable progress has been made over the past six months. With the ASD(I) managing COINS as my Executive Agent, it has been changed from a pure experiment to that of implementing an operating system. The system security level has been raised to TK, thereby permitting important NPIC files to be made broadly accessible. Other new files have come on-line and usage has more than doubled. We are now working with CIA toward bringing their file systems directly into the COINS community. As a result of the improvement of COINS the dissemination of

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per year has been terminated. Many other duplicate computer files have been eliminated as one agency has been able to query another's files and other files have been consolidated into single master files. The operation of the COINS network switch has been increased from eight hours per day to 18 hours a day thereby increasing COINS utility to Commands in different time zones, such as PACOM.

New plans for major COINS expenditures are reviewed by the Intelligence Resources Advisory Committee (IRAC). Interagency groups are actively studying such problems as management and organization, performance standards and control, security, retrieval languages, user support, network operations, improved terminals, etc. We have recently approved the COINS II proposal for upgrading the COINS communication network which will permit interactive systems and high speed terminals to be used on COINS and will eliminate the need for direct terminal access to each community system. Other On-Line Computer File Systems are being studied for inclusion on COINS. These include:

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-- A CIA system providing an index to information reports, finished intelligence and intelligence periodicals.

There are certain fundamental questions which need answering to provide long-range guidance for COINS. These include:

-- Should COINS lead the computer R&D field in developing multi-agency, multi-program, and multi-level security systems, or should COINS wait to take advantage of computer technology developed under general R&D funding?

-- Should COINS seek to tie together all the retrieval languages used today by host processors, or should one retrieval language be forced on the entire community?

-- Who are the users COINS is to serve in the future, after having had its original development aimed at providing support to the intelligence analyst? Should COINS be designed for decision makers or product users of foreign intelligence? Should users include the S&T community, R&D Laboratories, Industry, etc.?

-- Should COINS material be directly accessible to the Commands to provide access to warning and tactical material? This course would have marked impact on its structure, multi-level security, access language, etc. Where should interagency automation and data exchange stop? Should everyone have access to all files, even personal or scratch pad files?

-- How do we maintain the quality of COINS files and develop degrees of quality?

I am appointing a senior advisory panel to provide counsel to me and Dr. Hall on these matters.

I believe it will be useful if your panel would review plans and progress in about six months time and I would appreciate your comments.

Sincerely,

W. E. Colby

Encl. 2

30 October 1973

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MEMORANDUM FOR:

SUBJECT: PFIAB Letter on COINS

1. Rewrite letter to Admiral Anderson (per instructions of the DCI) along these lines:

✓ -- We read the PFIAB loud and clear.

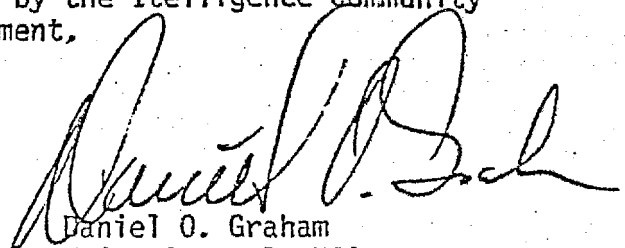
-- I support the proposition that was reaffirmed in the Panel discussion.

✓ -- The prime matters requiring my attention are these...(take the three directions on page 2 of the Anderson memo). I intend to take care of these.

✓ -- Of course I have some restrictions on resources and we may find that some matters that might be considered for handling in the COINS system may not be practicable.

2. The people who are going to do it are the Chairman of the IHS who will ... etc. There are some areas in which we can make immediate progress (as indicated in the original memo to the Admiral).

✓ 3. Essentially, the DCI considered the letter to Admiral Anderson as a "down boy" approach. Somewhere in the memo, probably up near the front, the DCI would like to recognize that PFIAB sees a successful effort in the COINS area by the Intelligence Community as a model for use elsewhere in Government.



Daniel O. Graham
Major General, USA
D/DCI/IC

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17 November 73

Dear Admiral:

Thank you for your letter of 25 September. As you know I have given COINS and information systems a good deal of thought and will be continuing to do so. I agree with the views of the Science Panel that we must delineate a community-wide concept and objectives, work out a community implementation plan, and establish an effective overall management structure.

I recognize that during the coming decade this broad subject of information flow will be critical to our whole intelligence business and will require considerable resources. This past spring, Mr. Schlesinger asked Dr. Hall to serve under DCI auspices and subject to IRAC review as Executive Agent for COINS development. I think this is desirable since DoD components are the principal users of COINS and the major technical complexities entailed in the further development of COINS involve the flow of information and the networks of communication between Defense agencies, the Services and the Commands worldwide.

I also recognize that COINS is potentially a community-wide mechanism, involving the State Department and CIA as well as DoD. Its ultimate value, and the resources we should make available for its further development, are to be measured by the contribution it can make to substantive intelligence production for real world users. In this respect, I have a continuing responsibility and concern for the content and the

availability of information through COINS and its effectiveness in improving the quality of our intelligence output. I am very conscious, also, that the advent of new overhead collection systems could have a considerable impact on our analytical methodologies and our community data bases and data flow requirements.

At the IRAC meeting on 5 November, a plan for improving the COINS communication network was approved. Dr. Hall reported that a Technical Development Plan to upgrade the system will be completed in January 1974, and I understand that he is committed to report on this to the President's Board.

In addition to keeping COINS under regular review in IRAC, I am now setting up a small ad hoc advisory mechanism to help establish my own focus on COINS concepts and objectives and the architecture appropriate thereto. On a day-to-day basis, we are working with Dr. Hall's people, utilizing our Intelligence Community Staff and the Intelligence Information Handling Committee (IHC). These steps should contribute to the elaboration of a total COINS system, in line with the suggestions of the Science Panel. As we move ahead this fall and winter, I will ensure that the President's Board and its Staff are in close contact with our on-going activities.

Sincerely,

W. E. Colby